FAC # 6179-79

25X1A

1 4 NOV 1979

MEMORANDUM FOR: Director of Personnel

FROM   : Bruce C. Clarke
                    Director
                    National Foreign Assessment Center

SUBJECT   : NAPA Project Group Report

    1. The NAPA Project Group, in my view, has performed extremely well. The report is lucid and, given the number of subjects to cover, not unreasonably long. The recommendations are rational, and I can, with but a few exceptions, support the findings.

    2. I have attached a list which gives an NFAC opinion on the recommendations of each Tab in order. I have indicated my view of each specific recommendation using a scale of Strongly Reject, Reject, Moot, Acceptable, Endorse, and Strongly Endorse. I have no Strongly Reject items and only a few Reject items.

    3. I add my concern and support to the issue of excessive employee expectations as described in paragraphs 5-7 of the memorandum of the Project Group to you dated 2 November. NFAC managers strongly believe that, beginning with Mr. Colby's directorship and continuing almost in an unbroken line, Agency management--though acting in a rational manner-- has created the belief on the part of a large number of employees that advancement opportunities are essentially unlimited. We collectively opine that this overly-optimistic view raises false hope, as reality stands in the way of achievement of these unrealistic expectations. I add my support to the recommendation in paragraph 7 of the aforemen- tioned memorandum. I do not believe that the extent of these unrealistic expectations is exaggerated, and I do believe that these expectations are responsible for a significant proportion of Agency personnel problems.

    4. I strongly support a basic theme in the NAPA paper and in the NAPA study that responsibility for getting the work of the Agency done and authority for personnel management should rest in the same hands. NFAC's strongest support for specific recommendations concerns those recommendations which move towards keeping the one who is responsible for work also responsible for personnel matters. Our support is weakest in those areas where centralization is implied or where the authority of the supervisor is diminished.

SUBJECT: NAPA Project Group Report

5. From the point of view of the number of employees directly affected, I believe that Tab J--Vacancy Notices, Tab K--College Degrees for Professional Positions, Tab N--Competitive Evaluation Panels, Tab O--Decision Role of Panels, Tab P--Evaluation Panel Functions, Tab S--Flow Through Policy, Tab U--The 3% Concept, and Tab W--Agency Obligation to Employees, are the most important. I support all but one of the recommendations on these Tabs with only minor comments.

6. I recognize that acceptance of these recommendations will impose some procedural changes in NFAC, will require some actions by myself, and will impose considerable additional workload on OP. Nevertheless, I believe general acceptance of these proposals will effectively strengthen personnel management within CIA. The recommendations will allow sufficient flexibility to reflect the varied professions represented within the Agency and the various conditions faced by the Agency, and should clarify misconceptions apparently held by large numbers of Agency employees.

7. Please note that I do not think that the 70 recommendations even when fully implemented will be a panacea. Employee-held misconceptions will remain because some people are ineffective listeners and because the system is not, nor should it be, simple. I also recognize that fulfillment of all of the recommendations herein listed will require some years to implement effectively and uniformly throughout the Agency. I would, consequently, urge that notices to Agency employees on these recommendations recognize that the changes involved cannot and will not immediately alter their lives. They will be effective only over a period of some years.

Bruce C. Clarke

25X1A

Attachment:
  as stated

Original - DD [...] P+C - 15 Mar 1979

NFAC OPINION ON RECOMMENDATIONS IN THE
NAPA PROJECT GROUP REPORT

Tab A   Rec. A - moot   Law on CIA personnel system
         Rec. B - moot
         Rec. C - strongly endorse

Tab B   Rec. A - reject   Record of change in personnel policy
                                           (DDCI-D/OP problem)

         NOTE: NFAC opines that a written set of considerations for
         use in determining whether or not to adopt changes which
         stem from systems in other agencies is desirable.

         Rec. B - acceptable
         Rec. C - acceptable

Tab C   Rec. A - acceptable   DCI approval of personnel policy
         Rec. B - acceptable

Tab D   Rec.   - acceptable   DCI emphasize control & enforcement
                                            of OP

         NOTE: Minority View--A portion of NFAC management strongly
         believes that for policy purposes D/OP should report directly
         to the DCI or DDCI.

Tab E   Rec. A - endorse   Component personnel officer role
         Rec. B - endorse

Tab F   Rec.   - moot   OP operations focal point
                                          (OP concerns)

Tab G   Rec.   - reject   Further decentralized OP operations
                                          (the subject was ill-defined by the
                                          NAPA study and the NAPA Project
                                          Group Report had difficulties)

         NOTE: NFAC believes that we can identify several operational
         activities performed in the recruitment division that would
         be better and more expeditiously performed in the directorate
         and offices. For example, invitations for pre-processing
         interviews; immediate initiation of processing on urgent
         applications, flexibility to select in-grade hire salaries
         in lieu of higher grade.

Tab H   Rec.   - endorse   E Career Service

Tab I   Rec. A - endorse   CT recruitment
         Rec. B - acceptable
         Rec. C - endorse
         Rec. D - moot
         Rec. E - moot

Tab J   Rec. A - endorse   Vacancy Notices
         Rec. B - reject

         NOTE: We believe that the cost of the annual report of
         anticipated vacancies and the centralized repositories of
         vacancy notices will cost more than the benefit derived.
         We also share the other concerns in the discussion in
         paragraph I starting on page J-15.

         Rec. C - endorse if
                  B is implemented
         Rec. D - moot
         Rec. E - strongly endorse

         NOTE: While strongly endorsing this recommendation, we believe
         that the first ticked item, "no qualified candidate in the
         component" should be changed to read "no exceptionally qualified
         candidate in the component."

         Rec. F - strongly endorse
         Rec. G - endorse
         Rec. H - reject

         NOTE: NFAC would strongly endorse if D/OP reviewed rather than
         approved all directorate issuances and brought major differences
         to the DDCI.

         Rec. I - endorse

Tab K   Rec. A - endorse   College degree for professional
         Rec. B - endorse   positions

Tab L   Rec. A - endorse   Agency-wide sub-groups for
         Rec. B - endorse   occupational series
         Rec. C - strongly endorse

Tab M   Rec. A - acceptable   Rotational assignments policy

             NOTE: NFAC could strongly endorse if the statement were ended
             at the end of the second line, i.e., period after "basic policy
             statement." The rest of the statement argues for a specific
             policy.

             Rec. B - moot

             NOTE: We could strongly endorse this recommendation if the
             text included "needs of the Agency to staff functions" as a
             significant factor affecting rotational assignments.

Tab N   Rec. A - endorse   Competitive evaluation panels
             Rec. B - endorse
             Rec. C - endorse

             NOTE: Minority View--A portion of NFAC management does not
             wish to eliminate competitive evaluation promotion panels for
             those grades below journeyman. NFAC could strongly endorse
             if the words "the requirement for" were inserted between
             "Eliminate" and "competitive."

             Rec. D - endorse

Tab O   Rec. A - strongly endorse   Decision role of panels
             Rec. B - acceptable

Tab P   Rec. A - strongly endorse   Evaluation panel function
             Rec. B - strongly endorse
             Rec. C - endorse
             Rec. D - strongly endorse

Tab Q   Rec.   - endorse   Uniform precepts for panels

Tab R   Rec. A - acceptable   Labeling positions as professional
             Rec. B - acceptable   and clerical

             NOTE: The recommendation would be improved by adding OP
             to OTR for action.

Tab S   Rec. A - strongly endorse   Flow-through policy
         Rec. B - acceptable
         Rec. C - reject

         NOTE: NFAC could endorse if the first sentence ended with the
         words "balanced work force." The remainder of the sentence in
         context adds to the notion that a "flow-through" system is in
         operation and adds to the excessive expectations about
         advancement by many CIA employees.

         Rec. D - strongly endorse

Tab T   Rec. A - strongly endorse   Personnel reduction
         Rec. B - moot

Tab U   Rec. A - strongly endorse   3% concept
         Rec. B - strongly endorse

Tab V   Rec. A - strongly endorse   Non-competitive transfers
         Rec. B - endorse

         NOTE: NFAC could strongly endorse if Rec. B instructed OP to
         achieve transferability.

Tab W   Rec. A - endorse
         Rec. B - endorse

         NOTE: The Civil Service Reform Act provides for re-training
         of the kinds of people talked about in this recommendation in
         order to permit their movement within the Government or to an
         outside job. The Agency, consequently, could go further
         than it presently does in providing similar assistance to
         persons who become surplus through technological change,
         elimination of programs, or like developments.

Tab X   Rec. A - acceptable   Personnel management evaluation
         Rec. B - acceptable   program

Tab Y   Rec. A - acceptable   Costs of personnel administration

Tab Z   Rec. A - endorse   PRA

         NOTE: Minority View--A portion of NFAC management would
         eliminate all PRAs.

         Rec. B - acceptable

Tab AA   Rec. A - acceptable   Returning LWOP rights
          Rec. B - moot

          NOTE: Irrelevant. A 19 October memorandum from the ADDA
          to the four DDs has already been approved and modifies
          Agency policy as recommended in Rec. B.

SECRET